CHAPTER 2

2.0 LTMS ORGANIZATION

2.1 INTRODUCTION

The LTMS was initiated in 1991 by the federal and state agencies with the primary responsibility and authority to regulate dredging and disposal activities in the Bay Area: U.S. Army Corps of Engineers (USACE), San Francisco Bay Regional Water Quality Control Board (SFBRWQCB), State Water Resources Control Board (SWRCB), San Francisco Bay Conservation and Development Commission (BCDC), and U.S. Environmental Protection Agency (USEPA). Over the past decade, these agencies have worked in coordination with representatives from the business, environmental, and scientific communities to develop a comprehensive approach for the management of the Bay Area's dredging activities for the next 50 years and to complete the earlier phases of the LTMS program. Chapter 2 presents the future organization of the LTMS during the implementation and review phases.

During the earlier phases of the LTMS, the organizational structure was designed to facilitate public input and policy discussion during the planning phases of the program. Broad public input was gained through the Policy Review Committee (PRC), composed of other interested parties and agencies. Technical committees or work groups, directed by the LTMS agency staff and made up primarily of representatives from the environmental, business, port, and fishing communities, addressed technical issues associated with in-Bay, ocean, and beneficial reuse options.[1] The LTMS Management Committee (Management Committee), comprised of executives from the five primary LTMS agencies, oversaw the technical work groups and considered input from the PRC. A Technical Review Panel of independent experts also reviewed selected LTMS studies and reports and provided comments to the Management Committee. The Management Committee took direction from the LTMS Executive Committee (Executive Committee) made up of the chairpersons of the SFBRWQCB and BCDC, the USEPA Regional Administrator, the State Dredging Coordinator from the SWRCB, and the Commander of the South Pacific Division of the USACE.

During the implementation and review phases of the LTMS, the five LTMS agencies will continue to carry out the specific mandate(s) of their individual agencies, which includes reviewing dredging and disposal permit applications through the Dredged Material Management Office (DMMO) and presenting proposed dredging and disposal projects for consideration and authorization by their respective agencies. Each of the LTMS agencies will retain their individual

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1 As noted earlier, USEPA had the lead responsibility for matters related to ocean disposal, SFBRWQCB led the effort for matters related to in-Bay disposal sites, and BCDC was responsible for matters related to beneficial reuse sites.

permitting and/or authorization authority and continue to act independently on proposed projects. In addition, the individual LTMS agencies will continue to carry out the LTMS (e.g., reviewing and authorizing beneficial reuse projects). When it comes to collective actions related to or needed to implement the LTMS, the LTMS agencies will continue working under the aegis of the LTMS and with interested members of the public, whose continued involvement will be critical to the ongoing success of the program and achievement of the LTMS's goals.

2.2 LTMS IMPLEMENTATION MEASURES

The LTMS agencies are adopting the following measures to achieve the goals of the LTMS as a part of this Management Plan:

2.2.1 LTMS Goals

- The LTMS Executive Committee will consider adoption of revised goals for the overall program to reflect changing conditions and to ensure implementation of the new dredging management strategy.

2.2.2 LTMS Structure

- Upon adoption of the LTMS Management Plan, the primary LTMS agencies, the USACE, USEPA, BCDC, SFBRWQCB, and the SWRCB, will operate, under a new LTMS structure that includes the following components: the Executive Committee, the Management Committee, the Program Management Team, the Dredged Material Management Office (DMMO), and the Data Management Team. This new structure will include, at the LTMS Management Committee level, the California Coastal Conservancy, the California Department of Fish and Game, and the U.S. Fish and Wildlife Service, as necessary, at the Management Committee level in order to facilitate implementation of beneficial reuse options and the State Lands Commission, as necessary, in order to settle dredging and disposal issues that cannot be resolved at the DMMO staff level.

2.2.3 Formalization of the DMMO

- BCDC and the State Lands Commission will initiate the regulation changes necessary to formalize the Dredged Material Management Office (DMMO). Upon completion of these regulation changes, the DMMO General Operating Procedures will be revised, and a new Memorandum of Understanding will be adopted and signed by the DMMO member agencies.

2.2.4 Creation of Data Management System

- The LTMS agencies will create a Data Management Team that will develop and maintain a data management system. The system will be made readily available to all parties, mostly likely via the Internet.

2.3 LTMS GOALS AND ORGANIZATION

In 1991, when the LTMS was initiated, the goals of the program included the sound maintenance of San Francisco Bay's (the Bay) navigation channels, the elimination of unnecessary dredging, environmentally sound disposal of dredged material and maximum use of material as a resource, and the establishment of a cooperative framework for dredging and disposal permit applications. Since that time, there has been considerable progress toward reaching these goals (as discussed in Chapter 1). Therefore, the original goals have been revised to reflect current conditions and to ensure that issues raised in this Management Plan and ongoing efforts of the LTMS will be consistent with these goals.

Revised LTMS goals
(to be adopted by the LTMS Executive Committee (2000)

- Maintain in an economically and environmentally sound manner those channels necessary for navigation in San Francisco Bay and Estuary and eliminate unnecessary dredging activities in the Bay and Estuary.
- Conduct dredged material disposal in the most environmentally sound manner.
- Maximize the use of dredged material as a resource. and
- Maintain the cooperative permitting framework for dredging and disposal applications.

During the implementation phase of the LTMS, the overall structure will be changed to reflect needs more specific to implementation and review of the program.

- The Executive Committee will adopt revised goals for the overall program to reflect changing conditions and to ensure implementation of the new dredging management strategy.

- The primary LTMS agencies, the USACE, USEPA, BCDC, SFBRWQCB, and the SWRCB, will operate, upon adoption of the Management Plan, under a new LTMS structure which includes the following components: the Executive Committee, the Management Committee, the Working Management Team, the DMMO, and the Data Management Team. This new structure will include the California Coastal Conservancy, the CDFG, and the USFWS, as necessary, at the Management Committee level in order to facilitate implementation of beneficial reuse options, and the SLC, as necessary, at the Management Committee level in order to settle dredging and disposal issues that cannot be resolved at the DMMO staff level.

The proposed change in the LTMS structure is discussed below and shown on Figure 2.1.

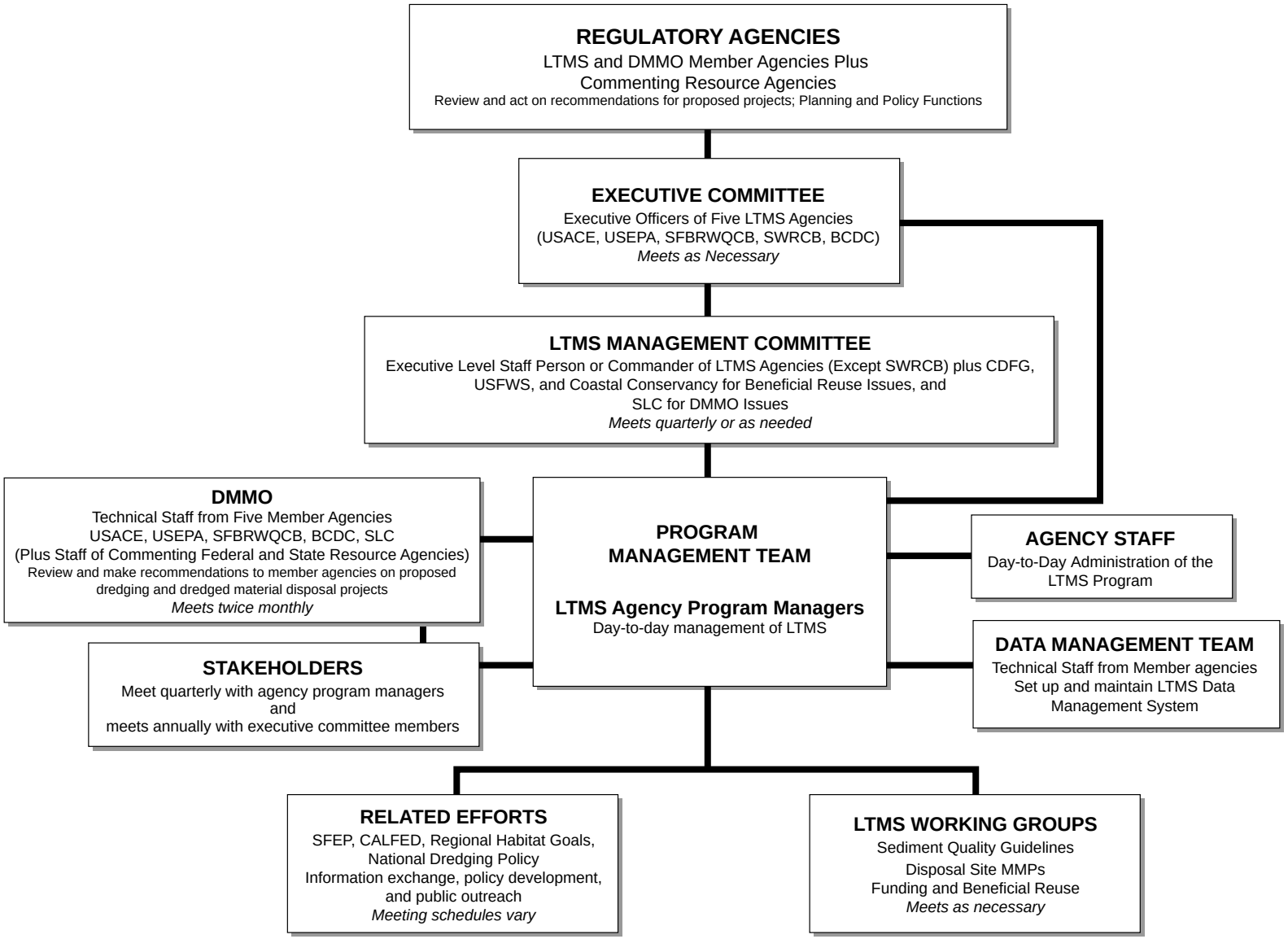
2.3.1 LTMS Executive Committee

The Executive Committee, made up of the executive officers of the original five LTMS agencies (USACE, USEPA, SWRCB, SFBRWQCB, and BCDC) will continue to meet, as necessary, to review policy guidelines and give direction on the overall LTMS program. The Management Committee will remain responsible to the Executive Committee. Additionally, the Executive Committee will be invited to attend a Working Management Team workshop once a year to receive comments from the stakeholders regarding the overall LTMS program and policy issues (discussed in more detail below).

Figure 2.1

SOURCE: LTMS (1992e) Sediment Budget Study for San Francisco Bay

LTMS Organizational Structure



2.3.2 LTMS Management Committee

The key LTMS agencies will focus on maintaining a viable implementation strategy that reflects changing conditions and concerns. During the initial implementation phase of the LTMS, the Management Committee will meet quarterly or as needed to manage and coordinate the LTMS effort including the periodic reviews of the overall LTMS program. The Management Committee will be made up of the directors/managers of four of the original five LTMS agencies: USACE, USEPA, SFBRWQCB, and BCDC. The SWRCB will no longer participate at the Management Committee level. However, the executive officer of the SWRCB will participate at the Executive Committee level (as noted above). The Management Committee will attend a Working Management Team workshop once a year to receive comments from the stakeholders regarding the overall LTMS program and policy issues. The Management Committee—joined by the director/manager of the SLC — also will deal with DMMO issues that cannot be resolved at the staff level. Lastly, the three following agencies, whose assistance and input will be critical to facilitating implementation of beneficial reuse sites, will join the Management Committee.

2.3.2.1 California Coastal Conservancy (Coastal Conservancy)

The Coastal Conservancy is a state agency that works to preserve, improve, and restore public access and natural resources along the coast and around the Bay. It is funded primarily by bonds authorized by California voters. The Coastal Conservancy oversaw the effort to implement the Sonoma Baylands site where tidal wetlands were restored using dredged material. Currently, the Conservancy is co-managing—along with the USACE and BCDC—the planning effort to restore wetland habitat at the former Hamilton Army Airfield and two adjacent sites (the decommissioned antenna field and Bel Marin Keys Unit V) in Marin County. In addition, the Conservancy has provided funding for this restoration effort. The Coastal Conservancy also is overseeing management of the Dredged Material Reuse Project (DMRP), which is focusing on the implementation of projects at specific sites around the Bay Area where dredged material could be dried and/or processed to be used ultimately as a resource. For other future beneficial reuse projects, the Coastal Conservancy could continue to serve as project manager, provide funding, and oversee implementation and long-term management of sites.

2.3.2.2 California Department of Fish and Game (CDFG)

CDFG currently manages several wildlife areas around the Bay including the Sonoma Baylands wetland restoration site. Additionally, CDFG has been actively involved with various aspects of the LTMS, in the DMMO, and, most recently, as a part of the Management Plan process. In the future, CDFG could continue to manage beneficial reuse sites, such as the proposed Hamilton restoration site, and possibly provide funding through the Wildlife Conservation Board (WCB), which is a branch of the CDFG that provides funding for implementation of specific projects around the Bay, to oversee implementation and long-term management of sites in the region.

2.3.2.3 U.S. Fish and Wildlife Service (USFWS)

The USFWS has been actively involved with facilitating various beneficial reuse sites. The agency's role in permitting beneficial reuse projects has involved reviewing USACE permit applications for the purpose of providing site-specific comments regarding special status species. In addition, USFWS operates the federal wildlife refuges around the Bay and could potentially oversee the implementation and long-term management of beneficial reuse sites in the region.

2.3.3 LTMS Program Management Team

The Program Management Team will be led by the senior technical managers of USACE, USEPA, SFBRWQCB and BCDC and will be responsible for the day-to-day management and operation of the LTMS program. The Program Management Team will work with the LTMS stakeholders to ensure that their issues are considered during implementation of the long-term management strategy for dredging. In addition, the Program Management Team will work closely with the DMMO and the staff of their respective agencies. The Program Management Team will organize and hold quarterly public workshops to present and review new or changing statutory, regulatory, technical, and environmental information as it relates to the LTMS and to help develop necessary mechanisms for achieving the goals of the program. In addition, the Program Management Team will head the effort to review and revise the Management Plan.

As issues arise that require more focused attention, individual work groups will be formed within the context of the Program Management Team. The individual work groups will operate similarly to those recently developed through the Management Plan process: (1) Disposal/Reuse Site Management and Monitoring Work Group; (2) Sediment Quality Guidelines Work Group; and (3) Funding and Beneficial Reuse Site Work Group. The progress and findings of the work groups will be reported at quarterly Working Management Team meetings.

Once a year, the Executive Committee and Management Committee will be invited to attend a Program Management Team public workshop to receive comments from the stakeholders regarding the LTMS program and policy issues and to assess progress.

2.3.4 Dredged Material Management Office (DMMO)

The DMMO is a joint program of the USACE, BCDC, SFBRWQCB, USEPA and the SLC. The DMMO provides coordinated review of dredging and dredged material disposal project proposals. The CDFG, National Marine Fisheries Service (NMFS) and USFWS also actively participate in the DMMO as commenting resource agencies. In accordance with the goals of the LTMS program, the DMMO was initiated to coordinate review of dredging and disposal project proposals and reduce delays and redundancy in the permitting process while ensuring environmental protection. In 1995, the member agencies adopted General Operating Procedures and signed a joint MOU further clarifying the goals and procedures for the DMMO (Appendix O).

During the implementation phase of the LTMS, the DMMO will continue to provide a comprehensive approach to handling dredged material management issues, a single point-of-entry into the state and federal regulatory processes for applicants, and a single point-of-contact for interested parties inquiring about the process or about specific projects. The DMMO is currently a pilot program, operating under existing laws and regulations. The DMMO will be formalized following regulation changes by both the BCDC and SLC to reflect a change in the consolidated permit application form used for dredging and dredged material disposal projects by both agencies.

The BCDC's and SLC's regulation change process will be initiated following finalization of the Management Plan. Upon completing the regulation changes, the DMMO General Operating Procedures will be revised, and a new MOU will be adopted and signed by the member agencies.

- BCDC and the SLC will initiate the regulation changes necessary to formalize the DMMO following finalization of the Management Plan. Upon completion of these regulation changes, the DMMO General Operating Procedures will be revised, and a new MOU will be adopted and signed by the DMMO member agencies.

2.3.5 Data Management Team

Many of the ongoing and new LTMS implementation measures will produce large amounts of data. With the Management Plan in place it will be necessary to have access to the historical and current data for determining allocations and tracking volumes used and traded. Typical data will include the following:

- Pre-dredging sediment testing.
- Reference site sediment testing.
- Upland site testing.
- Pre- and post-dredge surveys from dredging projects.
- Disposal volume tracking.
- Data resulting from disposal site management and monitoring plans.
- Sediment quality guidelines development.
- Regional planning initiative (Chapter 6).

To date, the LTMS agencies have not had a data management system that can adequately inventory available data for access by the agencies and the interested public. Data has been kept in multiple systems by each agency. Some data have been stored electronically, but much has only been available as hard copy. An electronic data management system common to all the agencies would benefit the agencies, project proponents, and other interested parties, as it would

ensure public access to the process, help ensure consistency in the regulatory process, save time and money in the future for all parties who need data, and help to maximize the return on resources spent on data collection by increasing the probability of the data used.

One of DMMO's goals is the creation of a combined database to share information among the agencies, applicants, and interested parties. While DMMO members have made efforts to develop such a database, adequate resources have not been dedicated to this task; consequently, the existing database does not fulfill the required functions. The type of system needed for the LTMS program is even more ambitious than that envisioned for the DMMO. Creation of a data management system is not simple and will require an information systems expert. Further, it is essential that this be a joint state and federal effort to secure the benefits of a system that will be universally usable.[2]

The LTMS agencies need this system immediately, at least for in-Bay disposal volumes, if the LTMS goal is to be attained through the Management Plan. Therefore, a Data Management Team will be created to devise an appropriate system for implementing the LTMS program.

- The LTMS agencies will create a Data Management Team that will focus on the development of a data management system following finalization of the LTMS Management Plan. Once developed, the LTMS agencies will maintain the data management system and make data readily available to all parties, mostly likely via the internet.

2.3.6 Other Related Efforts

Several regional planning efforts and entities with related or overlapping interests and goals of the LTMS program are expected to be involved during the implementation phase of the LTMS, and their ongoing efforts and data will feed into the efforts of the LTMS Working Management Team. These entities include the following:

2.3.6.1 San Francisco Estuary Project (SFEP)

In 1987, the SFEP was established "to promote effective management of the San Francisco Bay-Delta Estuary and to restore and maintain its water quality and natural resources." Among other things, the SFEP set out to develop a Comprehensive Conservation and Management Plan (CCMP) to restore and maintain the chemical, physical, and biological integrity of the Estuary. The CCMP, completed in 1993, included action recommendations to address problems facing the

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2 Both the state and the federal agencies have processes for justifying, acquiring, and maintaining information systems. The state process is described in their Statewide Information Management Manual and in the Information Technology Project Initiation and Approval Report. The Environmental Protection Agency process is described in EPA directive 2182, System Design and Development Guidance. The USACE program is described in Engineering Regulation ER 25-1-2, Life Cycle Management of Information Systems (LCMIS) and the Manager's Guide to Life Cycle Management of Automated Information Systems, 2nd Edition. An integrated system will need to comply with all of the respective agencies' policies guidelines and data requirements. This introduces yet another layer of complexity, but is manageable if the guidelines provided by the agencies and good project management practices are followed.

Estuary, including dredging and waterway modification. The LTMS agencies further refined the SFEP's specific management issues, identified key gaps in technical knowledge, and conducted numerous technical studies. The information gathered as a part of the LTMS and CCMP efforts was used to prepare the LTMS EIS/EIR.[3]

2.3.6.2 National Dredging Policy

In late 1993, an interagency effort was initiated to develop a national dredging policy. The interagency working group recognized the important role ports play in the economy, defense and environment, but also recognized the potential of port activities to adversely affect the nation's ecological resources. The group's report stressed the need to promote regulatory certainty and the importance of long-term management strategies, such as the LTMS, to better address dredging and disposal issues at a local level. The group's proposed solutions include pursuing many actions already underway as a part of the LTMS, such as dredging permit pre-application meetings between project proponents and agencies (as has been accomplished through the DMMO) and other actions which are discussed as management measures in this document.[4]

2.3.6.3 CALFED Bay/Delta Program (CALFED)

CALFED was initiated in 1994 primarily to resolve issues regarding water allocations and diversions and associated environmental impacts in the Sacramento/San Joaquin Rivers and the Delta. One component of the program is to ensure the integrity of Delta levees and restore habitat, both of which potentially could be accomplished through the reuse of dredged material.[5]

2.3.6.4 San Francisco Bay Area Wetlands Ecosystem Goals Project

In 1993, the SFEP identified a need for defined habitat goals for the Bay Area. Subsequent discussions with representatives of resource agencies confirmed this need. In 1995, the San Francisco Bay Area Wetlands Ecosystem Goals Project (Regional Habitat Goals Project) was initiated and involved more than 100 participants representing local, state, and federal agencies, academia, and the private sector. The geographic scope of the Regional Habitat Goals Project included portions of the Estuary that are downstream of the Delta including Suisun Bay, San Pablo Bay, and San Francisco Bay. The participants in the Regional Habitat Goals Project focused their attention on the baylands—the lands within the historical and modern boundaries of the tides—and adjacent areas. The resulting report, *Baylands Ecosystem Habitat Goals: A Report of Habitat Recommendations*, issued in 1999, presented recommendations for the kinds, amounts, and distribution of wetlands and related habitats needed to sustain healthy and diverse resources throughout the region. The report states that "[a]chieving the Goals region-wide would have

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3 For more information refer to San Francisco Estuary Project, Comprehensive Conservation and Management Plan 1993, 236 pp.

4 More information can be found by referring to The Dredging Process in the United States: An Action Plan for Improvement (December 1984), which is available at: http://www.epa.gov/OWOW/oceans/ndt/report.html.

5 For more information, refer to CALFED's website at: http://calfed.ca.gov/ecosystem_rest.html

major environmental benefits," and further that "implementing the Goals recommendations will require close coordination among landowners, agencies, and others."[6]

2.3.6.5 Dredged Material Reuse Project (DMRP)

In 1996, the DMRP was initiated to investigate beneficial reuse options and facilitate the implementation of a regional facility where dredged material—particularly material that was unsuitable for unconfined aquatic disposal—could be deposited and ultimately reused. Currently the DMRP, which is comprised of representatives from the regulatory, environmental and business communities, is evaluating potential rehandling sites and plans to complete its study in 2000.

6 For more detailed information refer to *Baylands Ecosystem Habitat Goals: A Report of Habitat Recommendations*. 1999. Prepared by the San Francisco Bay Area Wetlands Ecosystem Goals Project, 209 pp. with appendices.